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ABSTRACT

This publication presents recommendations for state policy that are meant to promote the simultaneous reform of both K-12 education and teacher education. The main body of the document consists of recommendations based on recurring themes gleaned from interviews with state leaders: (1) the state legislature should adopt statutory provisions declaring that the state expects cooperation from institutions of higher learning and public schools; (2) the state legislature should designate the parties responsible for directing the simultaneous renewal of teacher education and school restructuring; (3) the state should set standards for basic-skill levels, teaching performance, and knowledge base expected for licensure; (4) through standards, the state should indicate its expectation for critical conditions and programs to undergird all teacher education programs; (5) the state should view beginning teacher induction as an integral part of teacher preparation; (6) the state should require recertification programs; (7) the state should adopt funding mechanisms for establishing the components of a comprehensive teacher education and school renewal program; and (8) the state should adopt a plan for evaluating the effectiveness of the teacher education system. (LL)

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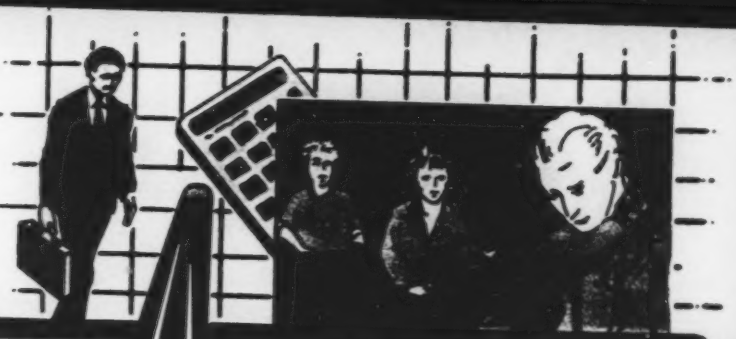

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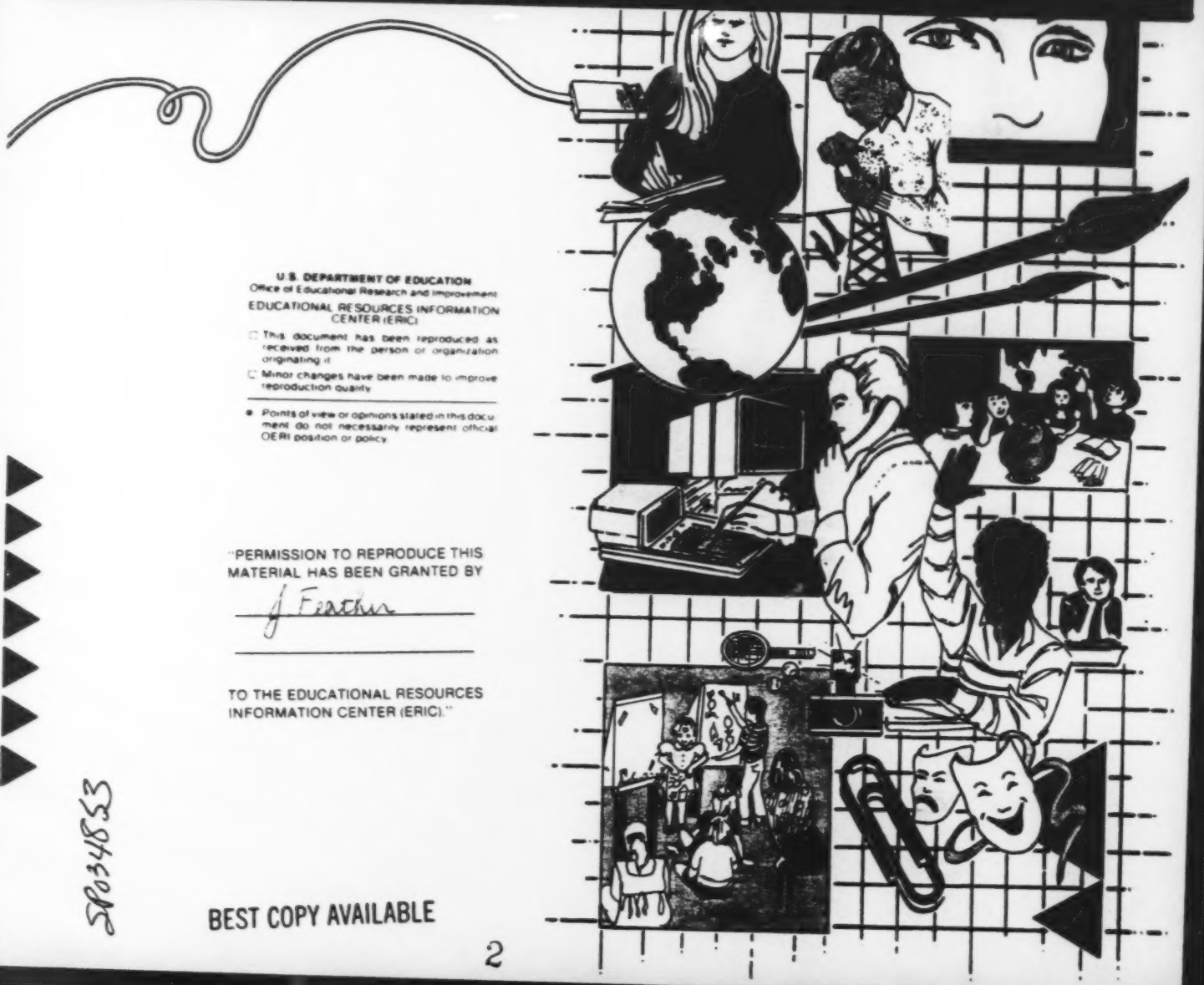

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A SHARED VISION:

Policy Recommendations For Linking Teacher Education to School Reform

Calvin M. Frazier

July 1993

Supported by the Rockefeller Brothers Fund

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Acknowledgments

For some time, ECS has been pressing state-level leaders to think seriously about the "simultaneous renewal" of teacher education and public school reform. With the support of a grant from the Rockefeller Brothers Fund, ECS has focused the last year on meetings and interviews with several hundred state officials and many institutional and school district leaders to guide and advance discussions on the "simultaneous renewal" concept. As a result, ECS found significant interest in the issue and drafted several policy recommendations to encourage governors, legislators and other state leaders to plan and work together on renewing teacher education for the benefit of elementary and secondary students.

Earlier this year, ECS hosted a day-long discussion to review the policy recommendations in this document. We wish to the thank the following individuals for participating and making suggestions on improving the document: James B. Appleberry, president, American Association of State Colleges and Universities; Julie Bell, program manager, National Conference of State Legislatures; William Callahan, executive secretary, Renaissance Group; Richard Clark, senior associate, Center for Educational Renewal; Angela M. Covert, program officer, The Atlantic Philanthropic Service; Charles O. DeRiemer, executive director, Southwestern Bell Foundation; Mary E. Diez, chair, Division of Education, Alverno College; Jeff Dunbar, professor of education and liberal studies, Allegheny College; Russell Edgerton, president, American Association for Higher Education; and Joni E. Finney, associate director, California Higher Education Policy Center.

Also participating in the discussion were: Barbara R. Hatton, president, South Carolina State College; David G. Imig, chief executive officer, American Association of Colleges for Teacher Education; James A. Kelly, president, National Board for Professional Teaching Standards; Wendy Kopp, president, Teach for America; Judith E. Lanier, president, Michigan

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Discovering Higher Education and Teacher Education

After a decade of reform effort following the 1983 report, *A Nation at Risk*, states have found educational change to be an elusive goal. From early state-mandated requirements, policy leaders moved to redefine school district roles and responsibilities and decentralize some of the decision making to the local building level. With the frustrations and disappointments came better insights relative to the difficulty of change than existed in the early 1980s. One realization hitting legislators and governors is that higher education must be brought into the reform loop. Public schools struggling with restructuring cannot be handicapped each year with the arrival of thousands of new teachers unprepared to respond to the public demand for change. Simultaneous reform — public schools and teacher education working together — must be the focus.

Higher education must be brought into the reform loop. Public schools struggling with restructuring cannot be handicapped each year with the arrival of thousands of new teachers unprepared to respond to public demand for change. Simultaneous reform — public schools and teacher education working together — must be the focus.

Through a grant from the Rockefeller Brothers Foundation, the Education Commission of the States (ECS) was able to examine the literature on teacher education reform proposals, conduct a large number of interviews with state leaders, and develop and test the recommendations advanced in this document relative to bringing the two worlds together. Conceptually, it would appear from the literature that there is a considerable consensus in the field relative to the establishment of a more unified education system.

Linda Sand Guest's review, *Improving Teacher Preparation: What the Reform Reports Recommend*, found there was a similarity in the concepts proposed by reform writers dealing with teacher education. Recommendations from John Goodlad's Center for Educational Renewal, The Holmes Group, Project 30 and the Renaissance Group, for example, urged institutions to modify their programs, seek greater alliance with the public schools through the establishment of clinical schools, bring college and university arts and sciences faculty into the loop, and recognize that training programs may take more than four

years of college work with a major in education. Their suggestions were aimed for the most part at the institutional changes needed, however. None was particularly strong in stating the steps to be taken by the state.

States have a special responsibility in the preparation of educators.

But states have a special responsibility in the preparation of educators and they are not about to leave institutions alone to contemplate their role in K-12 reform. States have begun to move into this arena searching for their role in stimulating campus change. Although institutions generally resist state intrusion, in the area of educator licensing, the state has an ethical base for involvement that must be accepted by the institution and state policy makers.

Across the country, state laws commonly require students between the ages of 7 and 16 or 18 to be educated. Most parents and young people choose to fulfill compulsory education requirements through the public schools. The state, having set this mandate in place, must ensure that the educators responsible for these schools are well trained and effective in advancing the state toward its goal of an educated, responsible citizenry. One might argue, as college and university personnel do regularly, that the state should leave the campuses alone. However, it would be irresponsible if states were to compel young people to attend schools and be indifferent to the quality of the environment and the personnel greeting these young people at the schoolhouse door.

While one might argue with the degree of supervision exercised, there is ample justification for state leadership in the establishment of effective teacher preparation programs and licensing procedures. As states responded to concerns about educational quality, they examined more closely the coordination and interaction between postsecondary and K-12 leaders. What they found was not encouraging.

Interviews with state leaders showed they see the system as cumbersome, over-regulated, lacking a coordinated state vision and hindered by competing priorities.

Interviews with state leaders showed they see the system as cumbersome, over-regulated, lacking a coordinated state vision and hindered by competing priorities. The study indicated a general and widespread dissatisfaction. Another phase of the ECS/Rockefeller Brothers study confirmed that state leaders persistently are frustrated with the failure of current state strategies to reduce roadblocks to a more efficient and effective system.

Recurring Themes From State Leaders

Approximately 150 state legislators, governors' offices and agency leaders were interviewed in 1991 and 1992 to seek their opinions on teacher education and public school reform. Among the themes heard most often were these:

- Teacher education quality must be improved.
- Higher education is too parochial and limited in its vision of preparing educators.
- "Simultaneous renewal" is needed, that is, renewal of teacher education in conjunction with K-12 restructuring. Many of the contacts said this seemed such a natural relationship, they were surprised it had to be given any special focus.

"Simultaneous renewal" is the renewal of teacher education in conjunction with K-12 restructuring.

- Close relationships between higher education and the public schools have been slow to develop.
- Clinical or professional development schools are a logical base for bringing the higher education faculty and public school staff together in a collaborative effort to improve teacher preparation opportunities while simultaneously advancing education programs for elementary and secondary students.
- Teacher education programs need to support the state's interest in outcomes-based performance for high school graduates. This same interest was extended to a state outcomes-based performance policy for graduates of teacher education programs.
- Alternative routes to certification are a natural outgrowth of states moving to an outcomes-based emphasis rather than controlling the process by which teachers become licensed. Confirmation of this interest

can be seen in the fact that 41 states have adopted alternatives to the normal certification and licensing pattern.

- Continuing re-education of teachers is as important as the preservice work.

State leaders expressed two major expectations for internal, institutional change:

- Arts and sciences faculty need to be more involved in planning and implementing teacher education programs.
- Universities need to change faculty reward systems that are inconsistent with state needs and interests in upgrading the preparation of educators for public schools.

Last, some tension entered the dialogue when state leaders were asked how they would implement policies necessary to achieve the changes needed. Some favored the statutory and regulatory route, while others felt institutions should assume the responsibility and leadership required with the state playing a relatively minor part.

There was a remarkable agreement on the ineffectiveness of the current system.

There was a remarkable agreement on the ineffectiveness of the current system. Likewise, there was a disturbing willingness to grasp at a single solution. Well-meaning leaders asked for that "silver bullet." To paraphrase some of the solutions heard:

- "Wouldn't this whole teacher education issue be decided if the state simply required a master's degree for anyone going into teaching?"
- "The solution to the teacher education problem? Require every teacher to major in an academic discipline. Wouldn't that do it?"
- "Adoption of an alternative route to certification will put pressure on the colleges to change. That's my solution to the teacher education weakness. If the colleges can't compete in the free market, that would be all right."

Discussions around THE solution prompted two conclusions early on. First, although the legislative process itself often drives the state toward simple, short-term solutions, this is usually the wrong approach. Solutions should be viewed in the context of an overall plan. In the case of teacher education, none of the three examples cited above, taken in isolation, will be satisfying and productive for the schools of any state. Rather, a comprehensive review is needed of the state's approach to teacher education in relation to what the state wants to achieve in its elementary and secondary schools. The policy adopted in the form of legislation should stimulate the coming together of schools and higher education to plan, implement and evaluate the state's education programs.

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A second conclusion deals with alternative certification. Alternative routes to certification was one of the most controversial topics discussed and one of the most favored solutions offered by state leaders. For that reason, the alternative route needs to be examined as a solution that presents some opportunities, but when viewed in the context of a comprehensive plan for teacher education and school renewal, the approach has some shortcomings that need to be addressed.

A Word About Alternative Programs

The recommendations presented in this paper were reviewed with a number of groups. Policy makers, legislative staff members, deans, school district leaders and others provided helpful reactions. Some discussants felt the recommendations unduly favor the continuation of higher education as a central actor in the preparation of teachers. With the development of programs such as Teach For America and the Mississippi Teacher Corps, in addition to the more established alternative approaches serving as a major source of teachers for New Jersey and Texas, why, some participants asked, should states continue to build a plan around a school-university relationship? Aren't these alternatives the promising, creative approaches that need to be considered?

Yes, programs such as Teach For America and the Mississippi Teacher Corps should be considered, but only in the context of what teacher preparation programs should be, not what they are. This paper raises concerns in respect to shortcomings of traditional and alternative programs. Both approaches should be judged by the same criteria. Falling into an either/or debate, absent agreement on what constitutes a good preparation program, is unproductive. States having legislation relative to alternative routes can be commended for being willing to try a new direction.

However, when alternative provisions have been adopted in lieu of addressing disappointments in the current campus-based system, this is a disservice to the vast majority of students preparing for teaching in traditional university settings. Poor practices utilized by the primary teacher providers are concerns that need to be addressed directly and not by the adoption of a potentially flawed alternative.

When implemented by a state, the recommendations presented in this document should provide better teachers than those completing either the typical alternative program currently in place in more than 40 states or graduating from the 1,100 colleges and universities preparing teachers.

When implemented by a state, the recommendations presented in this document should provide better teachers than those completing either the typical alternative program currently in place in more than 40 states or graduating from the 1,100 colleges and universities preparing teachers. Wendy Kopp's Teach For America program has collaborative and evaluative elements similar to those recommended in this document. But this and other alternatives, however good they might be for entry-level teachers, do not give the state a base of clinical or professional development schools that can provide staff development centers for the continuing education of teachers in the field. Nor do alternative programs demand the involvement of the state's college and university arts and sciences faculties, who in the end, are critical to the upgrading of elementary and secondary school curriculum and materials necessary for the effective implementation of K-12 student performance standards being adopted in many states.

Alternative routes to certification, as well as existing campus-based programs, need to be evaluated against a much higher standard of performance than demanded in the past. To be the best of a mediocre lot doesn't mean much.

Critical Assumptions in Adopting State Policies

When John Goodlad's book, *Teachers For Our Nation's Schools*, was released with much fanfare in November 1990, a series of companion publications was developed to stimulate implementation of the book's 19 postulates basic to the improvement of teacher education. One of those documents, *What State Leaders Can Do To Help Change Teacher Education*, anticipated general agreement on the changes needed and focused on the state policies necessary for implementing the recommendations. Numerous interviews and group meetings since November 1990 validate the assumptions underlying the initial state policy recommendations. Examples of those key assumptions in the earlier document were:

- **If state policy makers fail to provide the initiative and the necessary statutory provisions, little will come from reports such as those of Goodlad and other reformers.** Higher education, if left on its own, will not move quickly, if at all, to adopt the directions proposed. The institutional culture is weighted against the type of reform advocated. Likewise, school districts cannot be expected to take the lead since the preparation of educators, however valuable to them, is not seen as their primary task in a time of reduced resources.

State leadership is a necessary condition for meaningful, systemic reform.

- **State leadership is a necessary condition for meaningful, systemic reform.** However, a word of caution is needed. States seeking to manage institutional change through detailed legislation and regulatory control are doomed to be disappointed with the results. There is a fine line to be sought in defining the outcomes expected and adopting those policies that energize the system rather than smother it. States must put in place policies and funding practices that support creativity and flexibility — with accountability — in achieving state goals and priorities.

Institutions of higher education and public schools must work together to achieve long-term change and simultaneous restructuring.

- **Last, institutions of higher education and public schools must work together to achieve long-term change and simultaneous restructuring.** This relationship must be collegial in nature with respect and trust paramount in the minds of all parties involved.

Building on these earlier assumptions, how can all this be converted to a specific state plan for teacher education and school interaction?

Legislative Policy Making

Major state policy is generally set through the legislative process. Because systemic reform involves the public schools and higher education, the state needs to adopt an operating plan and structure in which educational goals and outcomes are set, resources allocated, institutions and agencies held accountable and the system evaluated as to its effectiveness in achieving the ends sought. There must be continuity and coherence to the plan. While people sometimes say they like latitude and freedom, experience suggests there is greater productivity when roles and responsibilities are defined and people know the expectations and parameters of the task undertaken.

The following proposals are presented in the manner legislators, as major policy makers of the state, might normally consider any legislation to implement an important state policy, which in this case is the adoption of a plan to unite reform of teacher education with the state's efforts in school restructuring. For legislative intent to drive change in the direction desired, these basic questions must be answered in statute:

- What state purpose is served by adopting the plan and structure?
- Who is to be held responsible for carrying out the plan?

- What are the programs and conditions to be established to carry out the plan?
- What are the specific outcomes sought and how will they be measured?
- How much will the plan cost and how will it be financed?
- How does the state periodically evaluate the overall effectiveness of the plan adopted?

The statutory language should not be overly detailed. Some of the best legislation deliberately avoids excessive language, leaving such specifics to others more knowledgeable or having more time to develop the necessary detail. The important point is that educators and others receiving mandated responsibilities are clear in respect to legislative intent, outcomes expected and how they will be held responsible for contributing to these outcomes. The following eight recommendations are designed to suggest how the concerns identified in the ECS study can be addressed and translated to a comprehensive state policy.

Policy Recommendations

Organizing at the State Level

◂ RECOMMENDATION 1 ▸ ***The state legislature should adopt statutory provisions declaring it to be the state's intent that institutions of higher education and the public schools shall collaborate in the preparation of teachers so that all new teachers shall be prepared to support and enhance school restructuring.***

The state expects cooperation in the preparation of teachers.

Policy makers interviewed for this study consistently stressed the importance of a visible state expression in support of the "simultaneous renewal" concept. Setting such an expectation

sends a signal to the institutions and the school districts that the state expects cooperation in the preparation of teachers. A strong legislative declaration of intent supports campus and district leaders in their efforts to achieve a collaborative effort. Additionally, it confirms to agency heads and state boards the expectation for state-level groups to model close K-12 and higher education cooperation to the end that all state education agencies feel an urgency in raising the quality of elementary and secondary programs.

States with such a statement find other uses for this commitment. A declaration of intent should be useful to a powerful appropriations or budget committee when reviewing higher education and school district allocations. Agency and institutional leaders should be asked about their collaborative efforts. Is the education enterprise becoming the "seamless" system most legislators and governors appear to support? A stated intent relative to improving K-12 and teacher education simultaneously should trigger examination of any major reform proposals being adopted for K-12 implementation. What is the role of higher education in supporting this reform? Absent questions like this from key state policy leaders such as legislative budget committees, education institutions will move little toward this end.

◂ **RECOMMENDATION 2** ▸ ***The state legislature should clearly designate the party or parties responsible for directing the "simultaneous renewal" of teacher education and school restructuring. The legislature should define the roles and responsibilities of each party and provide the structure to guide the working relationships of the various entities, i.e., the department of education, the department of higher education, the local school districts and the individual institutions of higher education.***

Clearly designate the party or parties responsible for directing the "simultaneous renewal" of teacher education and school restructuring.

States consistently lack a clear designation of responsibility for achieving a unified K-12 and higher education coordination. Except for a state such as New York, where one agency supervises elementary, secondary and postsecondary education, most states divide responsibility between the departments of education and higher education. Generally, the higher

education commission or department is charged with initial program approval and resolving issues of program duplication. The state board of education and department commonly have responsibility for licensing teachers and for regulations controlling how the teacher education programs are operated and monitored.

Commonly, no agency is charged with achieving a unified approach.

Commonly, no agency is charged with achieving a unified approach. The boards of the two organizations rarely meet on issues of teacher education. The agency heads seldom confer on the quality issues involving teacher education. There is no modeling of coordination at the top. More often, the two agencies are seen as being in competition for the same tax dollar.

Independent Boards and Commissions

Independent bodies such as a professional standards board or a commission on teacher credentialing may hinder achievement of a "simultaneous renewal" plan.

Although established with good intentions (i.e., to bring teachers more directly into the planning and review of teacher education programs), the creation of independent bodies such as a professional standards board or a commission on teacher credentialing may hinder achievement of a "simultaneous renewal" plan. While these agencies can play a useful role in the teacher preparation process, their duties are relatively narrow in respect to a state mission to achieve a closer teacher education/K-12 relationship.

A case in point is the charge given to one commission. It "establishes credentialing requirements, conducts educational research, sets program approval standards, evaluates programs to ensure standards are met and administers required testing programs." The commission appears to be relatively isolated from the work of the higher education system offices and the department of education.

In 1991, the American Association of Colleges for Teacher Education reported eight states as having an independent licensing board and one semi-independent body. States would be well advised to decide first how they want to achieve a restructuring of teacher education and the schools and then evaluate the appropriateness of creating a new, autonomous entity.

When the Minnesota legislature sought change in its teacher education program, it charged the Board of Teaching, the Department of Education and the Higher Education Coordinating Board with preparing a plan for reforming the system. The plan was submitted to the legislature in 1992 and led eventually to the adoption of one of the most promising pieces of teacher education reform passed that year. Collaboration of three entities was achieved in this case, but the odds seem to be against this happening on a routine basis.

Legislative Processes

Legislative structuring for "simultaneous renewal" also requires examination of the state legislative processes themselves. In some cases, the house and senate divide the educational responsibilities between higher education and K-12 committees. "Simultaneous renewal" of schools and teacher education is made more difficult because the legislative committee structure doesn't lend itself to the concept.

Throughout the ECS interviews relating to teacher education, higher education governing boards such as regents or trustees seldom were mentioned. These groups appear to have the means to bring greater direction to the teacher education arena, but this "paper power" has been largely subverted by other interests. Governing boards can be a factor.

In Colorado, the University of Southern Colorado and Pueblo School District #60 have combined to achieve a more efficient delivery of preschool-to-higher education programs. The superintendent of schools is also the vice president of the university. Other districts and states are looking at this model with interest since this may be a pattern for the future. Organizationally, it enhances the potential for achieving a higher education commitment to support the needs of the public schools.

The legislature can begin the corrective process by removing barriers at all levels of the policy- and decision-making process and pushing higher education and school district governing boards to higher levels of creative interaction.

Recommendation 2 calls attention to the finding that major systemic education reform generally is inhibited by organizational obstacles. The legislature can begin the corrective process by removing these barriers at all levels of the policy- and decision-making process and pushing higher

education and school district governing boards to higher levels of creative interaction.

Setting Standards for Licensing and Measuring the Attainment of These Standards

> ◂ **RECOMMENDATION 3** ▸ ***The state should set standards for the basic-skill levels, teaching performance and knowledge base expected of all candidates receiving a state teaching license and indicate how it will assess or confirm these requirements.***

In moving to an emphasis on standards, the state sends a message that it is no longer relying on the counting of credits or the mere delivery of certain curricula.

Many states have moved toward an outcomes-based emphasis for elementary and secondary students. Establishing similar expectations for the teachers of these students is not unrealistic. In moving to an emphasis on standards, the state sends a message that it is no longer relying on the counting of credits or the mere delivery of certain curricula. Also, it removes the state from arguments over a fifth year versus a masters-degree requirement. In most cases, by the time prospective teachers meet the expectations for having a broad-based general education, competency in a teaching field and demonstrated performance in classroom and school-wide responsibilities, they will have completed at least a semester, if not a full year, beyond a bachelor's degree. The important point is that this work is done to confirm proficiencies and skills and not just to complete a specific number of courses or obtain an advanced degree.

Most states have established basic-skill levels necessary for entering a teacher education program and believe this has reassured the public regarding the writing, spelling and computational competency of classroom teachers in the state. Details regarding the test to be used and levels of performance required need not be in the statutes but can be left to the designated agency to prescribe. State adoption of standards and expected outcomes allows states to drop overly prescriptive statutes and rules.

States are urged to examine the document, *Model Standards for Beginning Teacher Licensing and Development: A Resource for State Dialogue*, developed by the Interstate New Teacher Assessment and Support Consortium.

States setting performance and knowledge-base standards to be considered at the time of issuance of a license will find several statements or models available for their use. States are urged to examine the document, *Model Standards for Beginning Teacher Licensing and Development: A Resource for State Dialogue*, developed by the Interstate New Teacher Assessment and Support Consortium. This is a good resource document, but states having adopted standards for student performance at various K-12 grade levels should relate student and teacher expectations. It is important that teacher licensing have some relationship to the demonstrated ability of the teacher to help students meet established learning standards. In the past, states, through their agencies, have stressed the need for certificated teachers to have demonstrated competence in such areas as classroom management, use of a variety of teaching strategies and communication skills. With the adoption of state standards for students, states now can relate teacher performance to student performance in a way that has not been possible in the past.

Likewise, states having adopted performance standards for students can make the same connection with the general education knowledge base expected of a teacher. Obviously, teachers should be expected to demonstrate a knowledge well beyond the students they serve in terms of their historical, scientific, social and political perspectives. Critical-thinking and inquiry skills, along with the moral perspectives of what is involved in helping to educate another human being, are equally important aspects to be judged.

How and when to assess are obvious questions. Some states, such as California, have developed extensive assessment procedures relative to entry to the teacher education program, granting of a license and first-year evaluation. Two other examples, representing different philosophies, would be the Praxis, a nationally standardized set of assessments developed by the New Jersey-based Educational Testing Service and that offered by National Evaluation Systems, Inc. in Amherst, Massachusetts. The latter company customizes its assessment of potential teachers with adopted state goals and standards. The organizations are cited here, not as an endorsement, but to suggest to states the options open to them in this area.

The question of "when" to assess is a critical piece. Placing all the confidence of the state in an exit assessment is unwise — both for the state and for the applicant. A far more educationally sound approach involves assessments and judgments throughout the preparation period. The New Mexico task force report on testing, developed by the Professional Standards Commission and adopted by the New Mexico State Board of Education, is a good model for states to examine. For this approach to be successful, programs preparing teachers must demonstrate their ability and commitment to fulfill these continuing assessment requirements on behalf of the state.

Setting Program Standards and Evaluating Programs for Compliance

> ◂ **RECOMMENDATION 4** ▸ ***Through standards, the state should indicate its expectation for critical conditions and programs to undergird all teacher education programs. Emphasis should be on the collaborative efforts expected from institutions of higher education and the local school districts and those conditions that are absolutely essential to the preparation of teachers in meeting state licensing standards.***

State legislatures and agencies have historically approached their responsibility in the program standards area in an unfortunate and unproductive manner.

Overriding the discussion of this recommendation is the belief that state legislatures and agencies have historically approached their responsibility in the program standards area in an unfortunate and unproductive manner. High priority expectations have been lost in a maze of regulations and procedures. States setting program standards should consider these three points:

- Program standards should be few in number and closely related to those conditions necessary for promoting the preparation of applicants to meet state licensing standards.
- Program standards should avoid mandating specific curricula, courses, hours or advanced degrees. Institutions should have flexibility in setting the

coursework and activities necessary for preparing prospective teachers.

- Program standards should be observable or measurable.

There is a growing desire among legislators to "loosen the system." In some cases, the resistance to this change is coming from agencies and institutions which have relied on the rules and regulations to maintain the status quo. Loosening the system should not mean giving up an expectation that critical components must be present and operating well. Even with the adoption of fewer, but significant standards, a state still should provide for granting waivers to the adopted standards if the proposed program change or activity promises to guide the state into productive new approaches. Flexibility should be valued as a means of achieving a self-correcting system.

The state has an obligation, however, through statute or regulation to identify those critical standards by which all programs will be judged and held accountable. Examples of critical standards for a program include:

Teacher preparation programs should:

- be jointly planned, implemented and evaluated
- ensure student experiences in teacher education programs "in a wide array of laboratory settings"
- provide a student's internship or student teaching experience in an exemplary clinical or professional development school

1. Teacher preparation programs should be jointly planned, implemented and evaluated by pedagogical experts, arts and sciences personnel, and school district staff, including teachers.

2. Programs should ensure that student experiences in teacher education programs are taken "in a wide array of laboratory settings." Students should observe and participate in schools embarked on major restructuring efforts, such as Ted Sizer's Coalition of Essential Schools, Henry Levin's Accelerated School concept, block scheduling or multi-age groupings of students and community resource schools. Students and faculty should be involved jointly in observing and discussing these settings and others that involve special efforts by departments or grade levels of schools.

3. Programs should provide that a student's internship or student teaching experience is taken in an exemplary clinical or professional development school. Arts and sciences faculty, pedagogical specialists and school personnel should plan and supervise the students' experiences. Minnesota's move to require an internship of

- provide all students with observation and teaching experience with public school students having a diversity of cultural and language backgrounds
- have an active and effective student and faculty minority recruitment program
- have a promotion, tenure and reward policy for faculty participating in teacher preparation programs
- demonstrate how candidates for licensing are evaluated
- demonstrate how program providers evaluate effectiveness and modify programs.

this nature is an example of state leadership in this area. Students must see their responsibility to contribute to schoolwide decision making.

4. Programs should provide all students with observation and teaching experience with public school students having a diversity of cultural and language backgrounds. While normally this will involve experience in core city schools, students should see the unique challenge of rural settings as well.

5. Programs preparing teachers should have an active and effective student and faculty minority recruitment program.

6. Programs preparing teachers should have a promotion, tenure and reward policy that recognizes and encourages faculty participation in planning, implementing and evaluating teacher preparation programs. This standard must apply equally to arts and sciences faculty as well as school of education personnel.

7. Programs should demonstrate how candidates for licensing are evaluated on entry and throughout the program in a manner that promotes growth of students to meet or exceed state licensing standards.

8. Program providers should demonstrate how they evaluate their effectiveness and modify their programs as necessary to promote growth of students, faculty and involved public schools.

These are only eight examples. There may be other areas states would deem to be critical and for which a standard should be stated. Several of these examples are drawn from concepts in Goodlad's postulates. Seventeen of his 19 postulates speak to critical conditions that need to be present in any institutional program preparing teachers. States would be well advised to consider these conditions when setting state program standards.

Compliance with program standards traditionally has been confirmed through program review or state accreditation visits to the university or college campus. In some instances, programs meeting NCATE (National Council for Accreditation

of Teacher Education) requirements are deemed to have met state program standards. There are strengths in affiliating with a national accreditation process. States can be assured that NCATE-approved institutions will stand well in comparison with other preparing institutions in the country. However, one doesn't find consistent support for either state program review or NCATE visits. In addition to time and preparation costs, perhaps the main concern comes in relying heavily on periodic assessments.

Once state standards have been set, the responsible state agency should become a partner and work in a continuing support role with institutions and schools to meet the standards.

Once state standards have been set, the responsible state agency should become a partner and work in a continuing support role with institutions and schools to meet the standards. The state needs to be a "loving" critic in discussing how student assessment is progressing and how school district/ institutional planning is evolving relative to establishing clinical or professional development centers and the carrying out of other tasks involved in meeting the legislative intent.

The current review approach, commonly done every three to five years, is built around the concept of review, report, respond and approve — unless there are issues that lead to warnings and sanctions. The dynamics of the typical review or accreditation process generally lead to a "we-them" attitude which is not beneficial in times demanding creative, collaborative efforts.

NCATE's Role

NCATE's standards address five categories: knowledge bases for professional education, relationship to the world of practice, students, faculty, and governance and resources. There are 18 standards and 94 criteria for compliance within these five categories.

NCATE approval provides a state with assurance that national standards have been met. Approval also contributes to reciprocity arrangements between states. However, relying only on NCATE approval has certain risks.

1. A direct relationship between NCATE reviews, state-adopted licensing standards for individuals and program standards for institutions is lacking.

2. Legislators traditionally have been more concerned about the ability of state institutions to meet state standards than standards developed by outside professional groups.

3. Legislative support and confidence is important. Approval by an external accrediting association controlled by professionals may or may not have high credibility in legislative halls.

Educationally, the most important purpose of any review is to ensure that the teacher education programs support standards set for licensing, are effective in bringing about a K-12/higher education collaboration, aid in developing teachers capable of assisting students to meet state learning goals and contribute to achievement of the state's vision for education.

The Induction Period

◂ **RECOMMENDATION 5** ▸ ***The state should see the beginning teacher's induction period as an integral part of the teacher preparation sequence. The state should express its expectation that the same collaborative effort involving arts and sciences faculty, pedagogical experts and school district personnel begun in the early stages of the teacher preparation program be continued through at least the first year of teaching.***

It is important for nurturing to continue beyond the pre-licensing period.

Given the complexity of teaching and the varied conditions in which beginning teachers work, it is important for the nurturing to continue beyond the pre-licensing period. Mentoring, group discussion or seminars and occasional visits from educators involved in the preparation program are examples of ways states might extend help to beginning teachers. Provisions should be made for arts and sciences faculty to bring a disciplinary focus into discussions involving all teachers, but particularly those working in secondary schools.

States sometimes withhold the issuance of a regular or standard teaching certificate until the new teacher has

completed one (New Jersey) to three years (Michigan) of successful teaching. In some cases, there is an additional requirement that a teacher complete a given number of hours, such as Arizona's requirement of 40 hours, 10 of which may be in state-approved district inservice programs. Other states expect completion of a fifth year or masters degree (Montana). Reliance on such arbitrary expectations, often unrelated to classroom and school performance, needs to be evaluated by states.

Once states establish entry-level performance standards, rather than specific courses and credit hours, one can anticipate that applicants will be reluctant and perhaps resent relying on the traditional, arbitrary requirements for the granting of a standard or professional certificate. Neither the hourly nor degree requirements may have any relationship to the quality of the teaching performance sought by the state. Possible alternatives include:

1. States should set standards and expectations for the beginning teacher relative to performance in the classroom and school relating these expectations to the quality of the assistance provided to students in meeting their learning expectations and the contribution made by the teachers in broader school improvement efforts.

Forty-five states and the District of Columbia have enacted teacher evaluation programs or requirements.

2. Forty-five states and the District of Columbia have enacted teacher evaluation programs or requirements. Twenty-nine of these states have required some evaluation beyond that received by tenure teachers. When such evaluations are done in conjunction with representatives from arts and sciences faculties and pedagogical experts, states should feel secure in granting a standard or professional certificate.

The key point, in keeping with the collaborative, "simultaneous renewal" concept, is to continue the joint participation through this period for the valuable insights available to teachers involved in the preservice preparation program. This continuity provides a self-corrective aspect commonly lacking in most programs across the country. As professional development or clinical schools increase in number, these units can make a major contribution to staff development opportunities for beginning teachers, as well as to more

experienced teachers holding standard or professional certificates.

Continuing Education and Recertification

> ◂ **RECOMMENDATION 6** ▸ ***As part of a comprehensive teacher education program, the state should require recertification programs related to individual teacher needs and advancement of school and district needs and objectives.***

Most state leaders interviewed frequently commented that they felt dissatisfied with current recertification requirements. Programs were characterized as being heavy on inservice activity at high cost to the districts and, in some cases, to the teachers themselves, but having little to show for the program dollars spent or the salary increases granted.

While not a focus of this study, two aspects of inservice development have significance for states looking to achieve greater coherence in their teacher education program.

In an outcomes-based system, recertification requirements should continue this focus. First, coursework and activities should be tied, whenever possible, to those experiences and courses that make a teacher more effective in helping students meet local and state learning goals. Second, the study and additional training of a teacher for recertification should benefit the school and school district in reaching the goals of the organization. Minnesota requires that personal learning plans be consistent with school-site goals. New Mexico requires that the Teacher's Professional Development Plan connect to research, classroom performance and school, district and state goals.

Additional training of a teacher for recertification should benefit the school and school district.

Career-advancement and degree programs will continue to be meaningful parts of ongoing staff development. But the accumulation of random course credits and hours that are convenient and available but without much significance to the teacher or the district will be challenged increasingly in the 1990s.

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As part of this greater focus on recertification offerings, the development of clinical or professional development schools will offer districts and regions a chance to use these centers for higher-quality, staff-development activities than are currently available to most districts. Served by school district and higher education personnel, these exemplary schools can provide a brokering of other college resources to local districts. In addition to student teachers, these centers can be used by social workers, speech therapists and others. They also can be used for a variety of school-university partnership programs involving the arts and sciences and other professional schools. Participation in a professional development school may become one means of confirming classroom performance for persons applying for the National Board of Professional Teaching Standards certificate. If this new national certification concept is to have respect and integrity, it must have a means of confirming high-quality teaching skills.

Professional development centers can become a major state resource for institutions, districts and, perhaps, the nation.

In short, the professional development centers can become a major state resource for institutions, districts and, perhaps, the nation. In Maine, Michigan, New Jersey and Kentucky, where professional development schools are operating, the clinical sites have become key inservice centers for experienced and beginning teachers, as well as a critical component of the preservice preparation programs. They should be seen as a key component of a comprehensive teacher education program.

Financing the "Simultaneous Renewal" Effort

◂ RECOMMENDATION 7 ▸ ***The state should adopt funding mechanisms for establishing the components of a comprehensive teacher education and school renewal program. In doing so, state funding practices should be recognized as being a powerful vehicle for retarding or stimulating institutional change.***

The potential for funding practices to serve as "powerful incentives or disincentives" for change was a major point of *What State Leaders Can Do To Help Change Teacher Education*. The distribution of state monies presently has little direct relationship to reform goals, quality debates or the

The distribution of state monies presently has little direct relationship to reform goals, quality debates or the achievement of specific state and local objectives.

achievement of specific state and local objectives. For the most part, state monies are disbursed on a per-student or other per-unit basis, and school districts and institutions of higher learning determine their internal distribution.

Institutions have balked at a closer relationship with the schools because of the costs and faculty loads involving campus responsibilities. Hence, many universities hire graduate assistants or part-time staff to visit student teachers and work with cooperating teachers, while regular faculty teach campus classes, do research and write. Undertaking "simultaneous renewal" is seen as disruptive to this process and too costly. Critics counter by claiming that in most cases teacher education programs are really "cash cows" or income producers for the universities. College and university governing boards and administrators are often unaware of or aloof to state goals for improving elementary and secondary education.

College and university governing boards and administrators are often unaware of or aloof to state goals for improving elementary and secondary education.

States, caught in the middle of trying to provide a higher-quality teacher for public classrooms and avoiding the morass of micromanaging internal university resources, have tried several approaches for breaking the gridlock. In the Kentucky reform package, each institution of higher education is required to demonstrate how that institution helps implement the new reform measures. Florida requires each teacher education unit to indicate how it will address state goals.

School district reluctance generally revolves around a concern that limited resources will be redirected from the district's responsibility to educate the young and assigned to preservice training programs traditionally seen as the college's responsibility. Collective bargaining pressures can be predicted to oppose such reallocations. The result is a stalemate with little movement by either party. The state, having adopted the previous six recommendations, will need to be creative in its distribution of monies to carry out these proposals.

New Arrangements Needed

New funding arrangements need to be considered. Creation of new structures, such as professional development or clinical schools, poses a difficult financial challenge to districts and institutions. It is perhaps unrealistic to expect either entity to

earmark additional monies for these new structures. The state needs to establish a special professional development school fund or school-university partnership account to support this additional expectation. States should avoid placing the monies in one pocket or the other. If the money goes to higher education, there is great suspicion about whether it will arrive at the professional development school door. If the money goes to the school district, higher education feels threatened.

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By creating a special state-level fund for professional development schools and having the parties apply jointly for the funding, arguments of this nature can be reduced. The state agency responsible for implementing school district and college collaboration should oversee these funds. Minnesota estimates it will cost approximately $1.4 million a year to serve some 2,000 interns, while Michigan's costs are estimated to run closer to $250,000 per site. Clearly, each state will have to establish the amount needed to implement this reform component and examine its funding options. In doing so, states are encouraged to identify and use monies that may already be in the system.

The state agency responsible for implementing school district and college collaboration should oversee these funds.

For example, states should examine the income and expenditures for schools of education. This should include faculty loads for teacher education purposes. Likewise, dollars spent by school districts for inservice staff-development purposes, including salary increases provided for additional training by the district or colleges, should be balanced against a reallocation of these dollars for higher-quality programs planned and offered at professional development schools. Before allocating new monies, states should assure themselves that current monies are spent efficiently. Another source, usually avoided but one to be considered, might be a special student internship fee. Given the added benefits of a professional development or clinical school, a student contribution is not an unreasonable expectation and is not uncommon in other professional programs.

<u>Additional Costs</u>

States should anticipate budget requests driven by two other factors. A greater investment is needed to recruit promising minority candidates. This suggestion goes beyond granting

additional scholarships or stipends. It involves a greater university interaction with minority students, beginning with middle-school students. The South Carolina Teacher Cadet and minority recruitment programs provide excellent examples of what can be done with some financial investment and staff creativity.

A second cost may result from the increased involvement of arts and sciences faculty whose participation in teacher education planning and implementation generally has been more limited than that visualized in the reforms suggested in this document.

States need to be responsive to the fiscal impact of the changes recommended. Likewise, districts and higher education institutions need to be supportive in their willingness to analyze how existing monies are allocated and expended. "Simultaneous renewal" efforts will require new money at both educational levels. But new expenditures to achieve a higher-quality, comprehensive system versus continued funding of an inefficient, marginally productive operation can be marketable even in a flat economy.

Districts and higher education institutions need to be supportive in their willingness to analyze how existing monies are allocated and expended. "Simultaneous renewal" efforts will require new money at both educational levels.

Evaluating the Effectiveness of the Teacher Education System

◂ **RECOMMENDATION 8** ▸ ***The state should adopt a plan for evaluating the effectiveness of the teacher education system by which teachers are prepared to serve the schools of the state. This means a periodic review of the legislative structure, the validity and contribution of the standards set, the relationship of the teacher education system to other staff development efforts and the adequacy and use of the resources invested.***

Given the public scrutiny of all governmental agencies and their operation, states should include a comprehensive accountability provision as a part of this "simultaneous renewal" package. When this final recommendation has been discussed in various circles, the most common response is, "We

Given the public scrutiny of all governmental agencies and their operation, states should include a comprehensive accountability provision.

agree. That's why we have a program review component." Or, "NCATE provides us with this feedback." This recommendation goes beyond either of these approaches. One problem states face is that they have no independent judgment of the whole system. NCATE and program reviews focus on individual institutions. They are directed by professional educators. The evaluation called for in this recommendation is for periodic examination of the system itself by an outside independent auditing body.

Program review and NCATE reports will be helpful in assessing some elements of the total system, but they examine only part of the elephant. Aspects such as funding adequacy and interagency coordination remain unexamined.

Many states provide for performance audits to be done routinely by a special legislative audit committee. Oklahoma came close to having a process of this scope when the Oklahoma State Regents for Higher Education asked selected outside experts and four Oklahoma community leaders to review teacher education in the state.

Have the legislative provisions established to provide high-quality teachers to the state's classrooms been effective?

The state needs to ask, "Have the legislative provisions established to provide high-quality teachers to the state's classrooms been effective?" The legislature must have a means of answering this query. The process must be comprehensive and have a high level of respect and integrity. It is a process that doesn't exist in most states and is one reason ineffective programs such as those identified in the Goodlad studies have been maintained as long as they have.

Concluding Thoughts

States have been hit with fiscal pressures and, in some cases, enormous budgetary shortfalls. It would be easy in such situations to postpone dealing with a concept such as the "simultaneous renewal" of teacher education and the public schools. Still, states expend considerable funds on these programs, and there is widespread dissatisfaction with the

quality of these efforts. Delaying action gives sanction to these programs and, worst of all, ensures a less-than-successful public school restructuring effort.

To deal with a concept such as the "simultaneous renewal" of teacher education and the public schools, state leadership must build the unifying statutory structure to bring the pieces together.

All states visited were at various stages of addressing questions of better student assessment, specified learning standards and a heightened focus on achieving a higher-quality performance by American students. To leave teacher education and higher education out of this equation is irresponsible. To tinker with one component and leave others unexamined is unwise. State leadership must build the unifying statutory structure to bring the pieces together.

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